DOCUMENT RESUME

ED 043 568 SP 004 179

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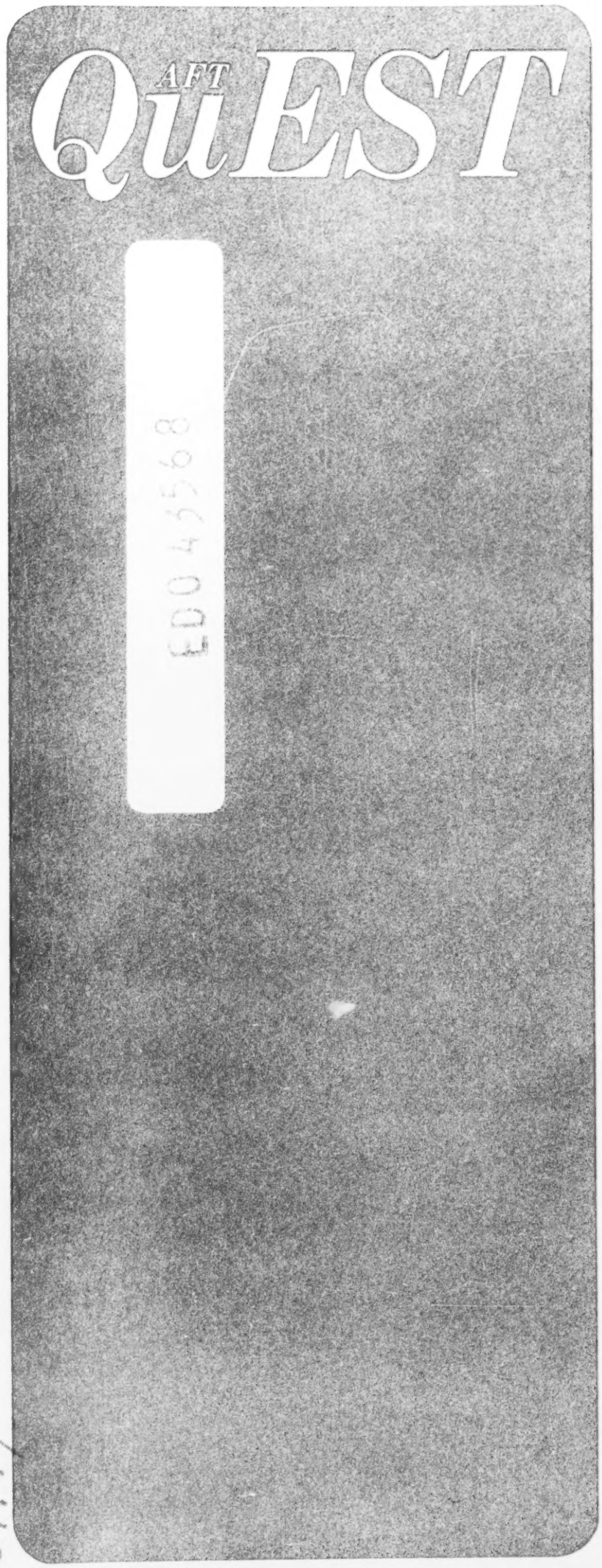
TITLE	Collective Bargaining and the Teaching-Learning Process. QUEST Paper 11.
INSTITUTION	American Federation of Teachers, Washington, D.C.
PUB DATE	Aug 70
NOTE	13p.
AVAILABLE FROM	American Federation of Teachers, 1012 14th Street, N.W., Washington, D.C. ($0.20)
EDRS PRICE	EDRS Price MF-$0.25 HC-$0.75
DESCRIPTORS	*Collective Negotiation, *Curriculum Development, *Instruction, *Teaching

ABSTRACT

In the controversy over the inclusion of the teaching-learning process (curriculum development and instruction) as a subject of collective bargaining, discussion should focus on the changes which it might produce in the teaching-learning process. Curriculum development is unlikely to be greatly affected by collective bargaining, and any changes in classroom behavior which result from teacher control over curriculum development will be minor. At the elementary and secondary level the main forces for charge, exogenous to whatever structure has formal curriculum control, will be the major curriculum development project and statewide committees which establish framework and guides. Both are dominated by university professors. In contrast, instruction will be profoundly influenced by collective bargaining with most changes for the good of students and teachers. Faculty curriculum committees which actually function as improvement of instruction committees need the strength which collective bargaining can offer. Administrators need not fear loss of power, which they never had, since positive classroom behavioral changes can only be induced through positive motivation. In a recent paper presenting the administration position on this subject, Dean Robert J. Alfonso of Kent State University presented seven predictions which, in my opinion, will not come true and ten suggestions which I must reject. (Collective bargaining agreements which include curriculum and instruction provisions are appended.) (Author/JS)



ED042568

PAPER

ON COLLECTIVE BARGAINING AND THE TEACHING-LEARNING PROCESS

OCCASIONAL PAPERS FROM THE AFT PROGRAM FOR QUALITY EDUCATIONAL STANDARDS IN TEACHING (QuEST)

SP004179

WHAT IS THE AFT-*QuEST* PROGRAM?

Persistent and emerging problems face the nation's schools:

Effective teaching
Use of paraprofessionals
Decentralization and community control
Teacher education and certification
Implementation of the More Effective Schools concept
Eradicating racism in education

As the teacher revolution sweeps through urban America, the American Federation of Teachers becomes increasingly aware of its special responsibilities to offer solutions to these other problems. In January, 1968, the AFT's executive council, with representatives on it from most of the nation's big cities, held a special two-day conference to consider these problems and the AFT's responsibilities.

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Meet on a regular basis;

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Organize and coordinate regional and national conferences;

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ED043568

COLLECTIVE BARGAINING AND THE TEACHING-LEARNING PROCESS

Prologue: What is negotiable in the area of educational policies? Former AFT President Charles Cogen, in discussing the scope of negotiations, several years ago stated, "We place no limit on the items which are subject to the bargaining process. Anything on which the two parties can agree should become a part of the agreement. Anything on which they cannot agree will not appear."

Nevertheless, the issue continues to be debated. For example, a recent publication of the National Association of Secondary School Principals states that "no item should be considered negotiable which could be decided on the basis of the results of scientific investigation." Given that criteria, not very much is negotiable in the view of the NASSP! Most research files are crowded with scientific investigations with impressive statistical significance, often to the level of ".01". One researcher, for example, in 1966 reported that "the salary of a teacher was one of six items out of twenty-six most effective in motivating people toward or away from a teaching career." That is a great revelation! Whether the results of this particular scientific investigation, therefore, restricts negotiations on salaries is not certain. At any rate, all too often many positions can be supported (or refuted) through the interpretation of statistically significant scientific investigations. So much for the NASSP publication.

Many opponents of collective bargaining in education policy areas argue that negotiations should deal with "process" but not with "programs". One such supporter of this point of view is Robert J. Alfonso. In an address to the 1969 convention of the American Association of School Administrators, he drew the following distinction:

> Questions of who should be involved, time allocation, and financing of curriculum study are quite appropriate for negotiation. Negotiating for the selection of texts or class size is quite a different matter.

We have asked Dr. John Sperling, Professor of Humanities at San Jose State College, to respond to Dr. Alfonso's speech. This QuEST Paper, #11, is Dr. Sperling's. It is an insightful analysis of the issue. And a provocative one. You may not agree, entirely, with all that he has to say. (Incidentially, on the same day I received a copy of Dr. Alfonso's address, word came from AFT Local #280 in New Rochelle, New York, that the union successfully negotiated the establishment of two "infant schools", a work-study program in the high school, and a special program for severely destructive secondary school students.) Now to Dr. Sperling.

Dr. Robert D. Bhaerman
Director of Research, AFT
August, 1970

COLLECTIVE BARGAINING AND THE TEACHING LEARNING PROCESS

by Dr. John G. Sperling*
College and University Advisory Council
American Federation of Teachers

ED047288

Setting the Focus

The current flap over the inclusion of the teaching-learning process (curriculum development and instruction) as a subject of collective bargaining, has predictably caused most consternation among administrators. Somehow, the teachers are moving into this new era of negotiations with little trepidation and no discernible anguish. Just as the administrators were dragged kicking and screaming to the bargaining table to negotiate wages, hours, calendars, and fringe benefits, they are now showing the same negative behavior as they are being forced to negotiate the central issue of working conditions--the teacher-learning process. If we can avoid being drawn into a repetition of the sterile debates on unionism vs. professionalism, and the adversary relationship vs. cooperation among all the right thinking members of the educational enterprise, then it might be possible to discuss the subject without getting bogged down in irrelevancies.

We should first see this change in its simplest terms--this extension of the bargaining process is evidence that teacher unions have matured and that teachers are demanding another shift of power from the administrators to themselves. This shift of power is no more nor less legitimate than the power shift that occurred when teachers first won bargaining rights, and the shift, when it is finally achieved, as it surely will be, might or might not produce major changes in the teacher-learning process. Furthermore, if the discussion of this aspect of collective bargaining is to serve any useful purpose, it should be centered on the changes which it might produce in the teaching-learning process rather than on whether it is going to harm some mythic professional quality of education.

Although curriculum development and instruction are both subsumed under the teaching-learning process, they are sufficiently disjunctive activities to require separate discussion.

Curriculum Development

Curriculum development, as it is carried on today, is unlikely to be greatly affected by collective bargaining and any changes in classroom behavior which result from teacher control over curriculum development will be minor. After having spent fifteen years teaching in an academic discipline at the college and university level, and five years in curriculum development at the secondary level, I am convinced that it will require a much more profound change than collective bargaining to produce major changes in the classroom.

At the college and university level, the faculty has almost total control over curriculum development and change occurs with glacial slowness. If the administrators, due to some inexplicable collective madness, suddenly inserted

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themselves into this area, there would be great pullings and haulings for a while but the glacial slowness would continue unchanged. At the secondary level, where the administrators have the formal power in the same area, the rate of change is about the same. After the teachers gain some, or even most, of that formal power, the rate of change will probably remain as it is.

The reason for the slow change in classroom behavior, resulting from the curriculum development process, is not difficult to isolate. Teachers and professors, just like other occupational groups, are slow to alter behavior. In many production industries, it seems as though behavioral changes are quite rapid, but most of these changes arise from the introduction of new capital equipment. The machine tending behavior of the employees changes, but their social behavior, flowing from the organizational structure of the industry, is quite stable. In the educational industry, curriculum changes bring only small changes in capital equipment and the teachers have no need to change their machine tending behavior. Consequently, behavioral change in the education industry appears, and is, quite slow.

In higher education, most of the changes which occur in the curriculum arise from the changing content and scope of the various disciplines. Occasionally, an "innovative" teaching program will emerge but the institutional influence of such programs is quite small, and they usually become traditional departments or are absorbed into the existing departmental structure within two or three years. The only persistent force for curriculum change comes from the students. During the last three years, student agitation over "irrelevant" education has produced more changes in content, and done more to alter classroom formats than curriculum committees have over the past thirty years. Furthermore, student agitation will continue to be the greatest force for change and university curriculum committees might well find their future role to be a conservative one--fighting to keep the rate of change within acceptable scholarly limits.

At the elementary and secondary level, the main forces for change will also be exogenous to whatever structure has formal curriculum control. At the secondary level, students will also have an influence on the curriculum, but it will be less than at the college and university level simply because high school students are not aware of knowledge and learning as cultural entities which are subject to philosophical and ideological dispute. At the elementary level, student influence will be almost absent. At both school levels, the main instruments for changes in the curriculum will be the major curriculum development projects and the statewide committees which establish "frameworks" or "guides" to the various areas of study. These curriculum projects and framework committees are dominated by university professors who teach the disciplines concerned with the subject or the area of study, and they are making major changes in the conceptual structures of most of the subjects taught at all levels, K-12.

These conceptual changes, which are embodied in the teaching materials available for use by the teacher are more productive of classroom behavioral change than any curriculum development work carried on at the school or district level. Teachers, who use the new curriculum materials must alter their teaching styles if they are to teach the new conceptual structures. The modifications might be small but they cannot be avoided.

Modern curriculum development, with its emphasis on such sophisticated elements as the conceptual structure of the disciplines, the sequencing of learning, diagnostics and the choice of teaching strategies, the explicit statement of behavioral objectives and their criterion testing, and the careful differentiation between cognitive and affective behaviors, has become the preserve of the expert. Few professors of education, school administrators or teachers any longer are competent in curriculum development. In effect, except for the professional curriculum developers, there is almost no one in the school enterprise, from superintendent to teacher who even understands what curriculum developers do.

Most of the important curriculum development work is carried on at the universities or in large school districts and most of it is supported by foundation or U.S.O.E. funding. The staffs of these projects might be formally attached to the district but the project activities are unlikely to be influenced by any collective bargaining agreements which are in force in the district. The only sort of curriculum development which will be influenced by collective bargaining is that which is carried on by faculty curriculum committees, headed by curriculum supervisors.

This latter sort of curriculum development has little or no influence on the curriculum. Such development is characterized by:

1. Insufficient funds

2. Inadequately trained supervisory personnel

3. A low level of commitment on the part of the faculty members on the committees. Usually, the faculty member is given no time off for such assignments and he rightly considers such work to be unpaid overtime.

4. A low level of sophistication in the work done.

To be blunt, few, if any, of the curricula developed at the school or district level are anything more than a rewrite of an existing curriculum. Most of them are nothing more than lists of subjects taken from current text books, or items, drawn from current periodicals, which lack a coherent pedagogical rationale. Occasionally, a really outstanding teacher will design a course for his own use that constitutes a genuine curriculum contribution but such contributions seldom migrate beyond the classrooms in which they originate.

For these reasons, the worry of the administrators over the union invasion of the last bastion of teaching professionalism seems as dishonest and irrelevant as their original opposition to unionism. Curriculum development is seldom an area of professional competence at the district and school level and the school administrator who claims otherwise should not be given a serious audience.

If this characterization is correct, then, obviously, the outcome of the fight over who is to have "curriculum power" at the school or district level will have little effect on the actual curriculum because the district will have to choose curricula which have been developed outside the district.

Instruction

In contrast to curriculum development, instruction will be profoundly influenced by collective bargaining and most of the changes in this area will be for the good of the students and the teachers. Faculty curriculum committees which actually function as improvement of instruction committees badly need the strength which collective bargaining can offer. This follows from the very simple idea that desired changes in the classroom behavior of teachers are most likely to occur under the stimulus of positive motivation. Collective bargaining can both prevent the use of negative motivation and promote the use of positive motivation in this area.

Let us begin with the very basic concept that the ideal learning environment is characterized by the absence of fear and a sense of personal freedom and power on the part of the learner. Furthermore, all of the individuals in an ideal learning environment should be learners and this, of course, includes the teacher. Unless the teacher functions as the "most mature learner" rather than as the "stultifying authority," the learning environment is necessarily flawed. If the teacher does function as the most mature learner, he has a mind set favorable to changes in his own and his students' behavior. Such a mind set insures that changes demanded by new curricula, or from the changing needs of the community, will have a chance of occurring without turmoil.

We all recognize that most classrooms fall short of this ideal, and many are travesties of a learning environment, but this does not invalidate the attempt to achieve the ideal. It should be our purpose, as educators, to create the conditions which will promote this achievement. Obviously, collective bargaining can function to create these conditions if it increases a teacher's security and sense of personal worth and power. Union strength has brought a dignity and stability to the teaching profession that the cant of professionalism never achieved. Good salaries and sound grievance procedures have already created greater willingness of teachers to change their classroom behavior than all of the in- and out-service institutes ever held.

It is now time to incorporate the teaching process into collective bargaining by the contractural establishment of improvement of instruction committees. These committees should provide the following:

1. Funds to purchase materials and to hire consultants
2. Released time for the teachers who participate
3. Permanent quarters for the committee
4. Teacher control over the committee
5. A reward system to encourage teacher participation in such committees
6. Provisions for administrator, student, and community membership on the committees.

Only if these conditions obtain will teachers have the necessary security and sense of power required to innovate, to take chances, to fail, and to keep

trying. Without this security and power, they will continue to be intimidated by administrators, students, and by the community.

The administrators should not fear their loss of the power to order changes in the teachers' classroom behavior because they never had the power anyway. They might have issued directives ordering change but they know that such directives have seldom, if ever, been effective. Classroom behavioral changes which have any pedagogical validity occur because teachers and students want to change. Therefore, such changes can only be induced through positive motivation.

The nay sayers will, of course, answer the arguments of this paper with the anti-union cant which has been directed against every union group since the stocking weavers. Giving the employees control over their work will lead to idleness, feather bedding, the perpetuation of incompetence, and the mistreatment of the consumer--in this case, the students. Such arguments are not to be taken seriously because they are designed to obfuscate rather than deal with the issues. If the administrators wish to argue effectively against teacher control over the instructional process, they must demonstrate:

1. How they have, heretofore, been successful in insuring the maintenance of a relevant curriculum and excellent classroom instruction;

2. That, under their control, education has functioned to satisfy the needs of the community as evidenced by community satisfaction with the schools;

3. How their model for achieving persistent and desirable behavioral changes of teachers and students is superior to that proposed here.

Conclusion

In a recent paper, which represented the administration position on this subject by Dean Robert J. Alfonso of Kent State University, ("Collective Negotiation In Curriculum And Instruction," a paper presented to the 1969 meeting of the American Association of School Administrators.) the author presented seven predictions and ten suggestions designed to move the education industry in the right direction. His seven predictions can be reduced to three.

1. That as teacher organizations achieve high enough levels of salary, working conditions and prestige, they will forsake their labor concerns and strategies and work to achieve a truly "professional model of negotiation" which eliminates the adversary relationships which characterize teacher-administrator relationships.

2. As teachers become professional, they will become more sensitive and involved with teaching and accountable for their performance.

3. Master teachers will emerge as "middle management" and will concern themselves more with the goals of the school than with teacher interests.

In my opinion, none of Dean Alfonso's predictions will come true. Teachers who gain salaries, prestige, and power through union techniques are not likely to

forsake a successful model for the ancient pap of professionalism. No group without power over the conditions of its labor is professional, and only the teacher with power is going to be sensitive, involved and accountable. As for Master Teachers moving into middle management--this too seems far fetched. Any union which allows a district to set up some phony category such as Master Teacher will deserve the consequences of teacher divisiveness, back scratching, and the cringing behavior that will follow. All teachers who serve their apprenticeship are master teachers. If a district insists upon categories of such "distinction," the sensible union will insure that these persons move over to the administration side where they should properly be called Master Administrators.

Dean Alfonso's ten recommendations can be reduced to four:

1. We must distinguish the teacher's work activities from his professional activities and keep such things as curriculum and instruction out of any negotiations that do with work activities since these are professional.

2. We need to redefine the curriculum decision making process and involve teachers in it.

3. University professors must educate students to the legitimate areas of negotiations and stop making derogatory and unethical comments about school administrators.

4. We must return to the good old days when teachers and administrators sat down and worked out rational and harmonious solutions to the problems of education.

As with his predictions, I must reject Dean Alfonso's recommendations. His first recommendation is simply a restatement of his first prediction--that unions should restrict themselves to wages and hours and eschew professional concerns. Such a view, is sociologically absurd. A teacher's work life cannot be schizophrenically divided between his wages and his work. If he is to be a whole and rational man, he is going to make certain that his union is going to view the school as a total environment and that he will share in the decision making, as an equal in everything that affects that environment.

Dean Alfonso's suggestion that the curriculum decision making process must be redefined to include teachers is irrelevant because most schools have no real power over curriculum anyway. As for university professors teaching that unions shouldn't act like unions--that is a faint hope and they certainly are not going to stop commenting on the bombast and mindless rhetoric that has become the hallmark of school administrators. Dean Alfonso asks university professors to "tell-it-like-it-is" and we try to. Now, if school administrators would give up their jargon and stop obfuscating reality--just stop saying black is white and vice versa--then university professors would change their attitude toward the administrators. In short, if Dean Alfonso would stop giving such phony, self-serving speeches, he and other school administrators would be accorded more respect.

As for Dean Alfonso's last recommendation, what can one say except to join him in lamenting the demise of the passenger pigeon and the mustache cup.

Hey, you administrators out there--listen to what Dylan's telling you. "The times they are a' changin'." All over this society, power is shifting from the establishment to the people. The reason for this is that you have failed--you told us we were going to utopia and we wound up living on the city dump. You just can't share responsibility for such a colossal failure and expect to survive with all of your establishment power intact. Also, you must admit that the teachers can hardly do worse than you have done. It might even be the case that they can salvage the system and save your jobs.

Epilogue: From Dr. Arthur E. Salz; "Policymaking Under Decentralization: The Role of Collective Bargaining at the Local Level." *The Urban Review.* June, 1969.

From the very first contract in 1962, the United Federation of Teachers has been involved in negotiating for items which, while very much concerned with working conditions, are matters which in a very real sense altered policy in the city's schools. If classroom size, number of remedial reading teachers, use of cluster teachers as specialists, improved guidance services, and use of teacher aides are not policy concerns, then what are?

The question that comes up at this point is: shouldn't teachers, either individually or collectively, have more than merely an advisory role in decision making? To put it stronger, shouldn't teachers, as professionals, have a voice equally as powerful as the local school board in determining policy? If one answers no, then one is denying a significant trend in American education which germinated with teacher unionism in New York City. More important, if one answers no, then one must redefine the word professional; for at the heart of the term is the autonomy to establish policy which leads to a set of conditions within which the practitioner then provides his services.

That professionals should make the professional decisions may look nice on paper, but unless the professionals actively seek this power they will not get it. Thus, it is not surprising to find that the only place teachers, collectively, have made a dent in the policymaking apparatus has been at the negotiating table. If this is so, then it seems foolish to differentiate between negotiations leading to policy-process and those leading to programs. They should be thought of as inseparable.

Indeed, shouldn't the classroom teachers, acting collectively, have an equal voice in determining the kinds of in-service programs they are to have, the kinds of experimental programs they will teach, the kinds of curriculum revisions they will use in their classrooms? Should teachers bargain for the establishment of these programs and not have an important voice in determining the content of the programs? Even more significant, shouldn't teachers have an equal say in determining who enters the profession in general, and that specific school district in particular? Bishop (Leslee Bishop of the ASCD, in "Collective Negotiation in Curriculum and Instruction: Questions and Concerns.") doesn't say this, but in reality, with ultimate power resting with the school board, the teacher is forced into what is at best an advisory position on matters affecting his professional activities. This is an untenable position and points to the need for collective bargaining in the determinance of policy matters in the schools.

EXHIBIT A

QUALITY INTEGRATED EDUCATION

In order to assure positive action designed to implement the commitments expressed in the Preamble of this Agreement and in furtherance of past recommendations and action of the Board, Union, Administration, professional staff, and various concerned citizen groups, the Union and the Administration will continue and will accelerate their efforts to provide quality integrated education in the following manner:

A. Textbook and Curriculum Improvement

1. In order to meet the real and vital learning needs of children in this multi-racial, multi-religious, multi-ethnic society in which we live, textbooks and other curriculum material for each pupil in all classes shall be used pursuant to the guidelines established by the Board and outlined in the 1968 Textbook Report, Publication 1-112, prepared by the Intergroup Relations Department of the Division of School-Community Relations.

2. Use of textbooks and other curriculum material for each pupil in all American history classes in order to cover in depth the contribution of Negro and other minority groups in each unit taught; and inclusion of such material as part of the course of study in Curriculum Guides, at the earliest possible date.

3. Use of supplemental reading materials dealing with Negro and other minority group contributions, e.g. Jews, Chinese, and American Indians.

4. Use of comprehensive units in world history which cover African, Asian, and Latin-American history at appropriate grade levels at the earliest possible date.

5. Use of available Federal funds from the Elementary-Secondary Education Act to reduce the class size in inner city schools to a maximum of 25 students in regular grades with proportional reduction in Special Education classes and classes on half-day sessions.

6. Increased use of special services in inner city schools, including psychological, medical, and dental services, through Federally funded programs and/or by taking fullest advantage of available community resources.

7. The Board shall designate personnel necessary to assure the implementation of the above sections.

8. The TV series "Afro History and Culture" shall continue with appropriate modifications.

B. Institute of Afro-American Life and History

In order to provide students and teachers with an expanding and realistic framework relevant to Afro-American history and culture and to more fully develop

resources for the adequate study and treatment thereof, an Institute of Afro-American Life and History is being established by the Board through the Division of School-Community Relations and the Office for the Improvement of Instruction. This Institute shall also compile and disseminate Afro-American historical and cultural materials to all teachers in all subject areas and grade levels in the Detroit Public Schools.

C. Staff Integration

1. The Federation in cooperation with the Board and the Administration will further staff integration at all levels and in all sections of the city with special emphasis on ESEA schools.

2. A joint Union-Administration Committee shall be formed to work with those colleges of education which are willing to cooperate in planning a required course of study geared toward understanding and working with children with cultural differences.

3. Available Federal funds shall be utilized for internship programs and other methods to assist teachers who are teaching for the first time in schools located in low socio-economic areas.

D. Achievement and Intelligence Test Revision

There shall be a complete review and revision wherever necessary of the existing testing program in an effort to eliminate culturally biased tests.

E. Pupil Integration

The Union and the Administration recognize that compensatory educational benefits are necessary to provide equal educational opportunities in deprived areas but that such benefits do not substitute for Detroit's declared goal of quality integrated education. Therefore, a joint Union-Administration Committee shall continue to investigate ways of achieving quality integrated education and to make recommendations to the Union Executive Board and the Superintendent in order to implement programs which will further racial integration of pupils.

Various plans from throughout the United States will be investigated along with any other new and creative ideas submitted for study by either party or from any other source.

F. Implementation of Integration and Desegregation

Existing Federal, State or other funds, especially those available for integration and desegregation projects, shall be aggressively sought for the purpose of implementing the Quality Integrated Education provisions of this Agreement.

Detroit Federation of Teachers
AFT Local #231

EXHIBIT B

ACCOUNTABILITY

The Board of Education and the Union recognize that the major problem of our school system is the failure to educate *all* of our students and the massive academic retardation which exists especially among minority group students. The Board and the Union therefore agree to join in an effort, in cooperation with universities, community school boards and parent organizations, to seek solutions to this major problem and to develop objective criteria of professional accountability.

EARLY CHILDHOOD EDUCATION PROGRAMS

The Board will continue present intensive experimental programs for educational excellence such as the More Effective Schools, the All Day Neighborhood Schools, the five new primary schools, and the strengthened program in the Kindergarten through 2nd grade in Special Service Schools.

The Board will also continue the Experimental Elementary Programs initiated during the 1968-69 school year upon recommendation of a work group composed of representatives of the Union, representatives of the Board and representatives of parent and community groups, chosen by agreement of the Board and the Union, and chaired by an eminent elementary school educator selected from outside the school system by the Superintendent of Schools.

Beginning in the 1970-71 school year, the Board will establish and maintain ten additional More Effective Schools.

EARLY CHILDHOOD PRE-SCHOOL CENTERS

Starting February 1, 1970, the Board will establish early childhood pre-school centers in fifty (50) special service schools, affording an opportunity for mothers in the community to place their children in an early educational environment. These centers will also provide an opportunity for teachers in the community on leave to return to active teaching by enrolling their children in such centers.

IMPROVED STAFF RECRUITMENT

The Board of Education and the Union will join in an effort to attract new teachers and to achieve a better ethnic balance in the staff of the New York City Schools through improved recruitment procedures. A fund of $500,000 will be set aside for this purpose. A joint committee of the Union and the Board, consisting of the President of the Union and the Superintendent of Schools and an additional high-level staff person selected by each of them, will develop the procedures and supervise their application.

IMPROVEMENT OF TEXTBOOKS

More textbooks reflecting the history of minority groups and relating to the experiences of urban children will be introduced into the schools.

United Federation of Teachers
AFT Local #2 (New York City)